



Federation of the European  
Sporting Goods Industry

FESI response to the *have your say*  
consultations

# Simplification of administrative burden in environmental legislation

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September 2025

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Founded in 1960 FESI, the Federation of the European Sporting Goods Industry, is the unique pre-competitive platform representing the interests of the sporting goods industry in Europe, advancing its members' priorities and promoting initiatives that benefit the sector, EU citizens and the society as a whole. FESI represents the interests of approximately 1.800 sporting goods manufacturers (85% of the European market) through its National Sporting Goods Industry Federations and its directly affiliated member companies. 70-75% of FESI's membership is made up of Small and Medium Sized Enterprises. In total, the European Sporting Goods Industry employs over 700.000 EU citizens and has an annual turnover of some 81 billion euros.

FESI welcomes the Commission's effort in simplification, decrease of administrative burden, and enhancement of legislative coherence and harmonisation across the Member States, without lowering the ambition of the existing and upcoming EU legislative tools.

In this context, the industry welcomes the opportunity to contribute to the call for evidence for the development of the Environmental Omnibus and wishes to share the following recommendations:

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### **1. Harmonisation of reporting and information requirements under the Waste Framework Directive**

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The industry calls for harmonisation and simplification of reporting requirements, such as templates, procedures, timelines, and responsible entities, and development of reporting guidelines for companies falling under the scope of reporting requirements under the Waste Framework Directive (hereafter WFD) and other legislations such as Packaging and Packaging Waste Regulation (hereafter PPWR), Waste Electrical and Electronic Equipment (hereafter WEEE) Directive, Deforestation and Forest Degradation Regulation (hereafter EUDR), Corporate Sustainability Reporting Directive (hereafter CSRD) and General Product Safety Regulation (hereafter GPSR).

Moreover, FESI calls for the development of a single EU-wide Producer Responsibility Organisation (hereafter PRO) database to replace the obligation of following registration requirements in separate national Member State databases, which will increase the transparency of the process and lead to a decrease in the administrative burden. One Stop Shop reporting in the EU such as promoted via the SEED project should be supported.

As regards the consumer-facing aspect, the industry wishes to address its concern regarding the scope of information published by the PROs at the point of sale (PoS). We believe that PROs' information should be harmonised with those directly linked to waste management and end of life, whereas information on the environmental impact of the product should be defined and provided via the secondary legislation of the Ecodesign for Sustainable Product Regulation (hereafter ESPR), where the Digital Product Passport (DPP) should serve as an access point.

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## **2. Call for addressing the gaps and duplications between Ecodesign for Sustainable Product Regulation and Waste Framework Directive**

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The industry wishes to stress the gap and lack of legal certainty for economic operators as regards the ESPR and WFD, and the need to provide clearer guidance on the relationship between unsold consumer products and donations and the Extended Producer Responsibility (hereafter EPR) scheme, including the roles and interactions between the producer, PRO, and the operator handling unsold goods.

We voice these concerns due to uncertainties in the distinction between product and waste status from the perspective of Member States as per the currently applicable WFD, which is detrimental to the objective of legal clarity, and harmonisation and the principle of free movement of goods within the EU.

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## **3. Alignment of Extended Producer Responsibility fees with relevant EU legislations and establishment of mechanisms to avoid double payment**

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In the context of the ESPR, the industry calls for the alignment of the eco-modulation of fees together with the eco-design requirements, particularly in regard to the performance and information requirements defined by the regulation's delegated acts, rather than broadening the scope by inclusion of additional, unharmonized across the Member States criteria, in ways that increase the administrative burden and decrease legal certainty for economic operators active in multiple markets.

The industry strongly believes that the harmonisation of rules, priorities, and reporting obligations will play a vital role in decreasing divergences between Member States and providing legal certainty for economic operators placing products on more than one EU Member State market. We support the European Commission in the adoption of the implementing act, laying down the fee modulation criteria. In developing these criteria, we ask the Commission to recognize the specificities of footwear

versus apparel, as well as complexity within of each of the product category, so that the incentives remain effective and do not create cross-subsidization across product groups.

For the transition period, before the Commission adopts the product-specific secondary legislation, nationally designed EPR schemes should not introduce eco-modulation criteria going beyond the ESPR's principles. To prevent market fragmentation, the industry calls the Commission – if needed – to provide a harmonised EU minimum framework for interim eco-modulation, aligned with the ESPR's, which can be refined once the product-specific secondary legislation is adopted.

Moreover, FESI strongly calls for clear mechanisms for the effective implementation of eco-modulation of fees in instances where a product, initially placed on the market by an economic operator in one Member State complying with national requirements, is later transported and sold in another Member State. To avoid duplication of payments, EPR fees should be paid in the Member State where the product is made available and most likely to become waste.

In the context of the PPWR, similar principles apply. EPR registration, reporting, and payment processes should be standardised and centralised, ideally through a single EU digital platform, to ensure alignment, avoid double payment, and maintain a level playing field. FESI also believes that definitions of relevant concepts under various legislations should be reviewed and brought into alignment. For example, it is problematic that the definition of the concept of “placing on the market” under WFD diverges from the definition of the Blue Guide on the implementation of EU product rules.

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#### **4. Clarification and harmonisation of the concept of authorised representative under the Waste Framework Directive**

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The sporting goods industry wishes to raise concerns regarding the concept of authorised representative and related responsibilities of economic operators and producers.

FESI believes that the obligation on producers to establish an authorised representative in each Member State where they wish to sell products would not improve quality or implementation of waste-related EU legislation, such as WFD or PPWR, but rather create administrative burdens for companies and potential internal market barriers for the free movement of goods, affecting product availability between Member States and discouraging companies from expanding into other EU countries.

Moreover, less strict rules for producers established in a third country may strengthen the occurrence of free riders and non-compliant products that will nevertheless have to be addressed by local waste management infrastructure.

Similar concerns exist under the PPWR. We call for a harmonised EU-wide “one-stop-shop” system allowing a single authorised representative appointment to cover all Member States, similar to the authorized representative legal concept introduced in The New Legislative Framework (see paragraph 3.2. of the ‘Blue Guide’ on the implementation of EU product rules 2022). This would streamline compliance, reduce costs, and remove unnecessary internal market barriers.

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## 5. Legislative alignment and support towards the availability of secondary raw material

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One of the fundamental factors of a successful implementation of mandatory recycled content under the ESPR is the availability of the secondary raw material that can lead to reduction of environmental impacts, increase resource efficiency and enhancement of EU's long-term strategic resilience by simultaneously reducing the dependence on imported materials. To achieve this goal, it is of great importance to ensure that there is legislative and infrastructural support through the development and implementation of the Circular Economy Act. The Act must provide a supportive framework that strengthens collection, sorting and recycling systems across the Member States.

As regards legislative alignment, the industry calls to ensure coherence between the ESPR's product-specific secondary legislation, End-of-Waste criteria, WFD, and REACH, among others, with consideration of the need for simplification of the administrative requirements of the economic operators.

Additionally, any mandatory recycled content requirement in order to achieve its successful implementation must take into account the readiness and maturity of the textile recycling industry ecosystem and the structural limitations of textile-to-textile recycling. Without sufficient supply, even well-designed legal requirements risk becoming ineffective or counterproductive.

FESI wishes to share its concerns regarding recent developments, such as the ongoing recycling sector crisis across various Member States, have laid bare the limitations of the current infrastructure and governance. Any future mandatory requirements must therefore be phased in realistically and paired with a broader system rethink. Moreover, the industry calls the Commission to take into consideration within the phased in process the necessity to embrace the wider set of solutions, including best second use pathways that give textile waste a meaningful second life, even outside the fashion sector.

The ecodesign requirements under the ESPR should avoid a one-size-fits-all approach and reflect the fundamental diversity of textile products in composition and complexity. Garments with zippers, snaps, embroidery, buttons, flocking or mixed fibers are far more difficult and costly to recycle than a basic 100% single material T-shirt.

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## 6. Chemicals reporting

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As per the SCIP database under ECHA, while intended to enhance transparency regarding substances of concern, it has proven disproportionately burdensome for the textiles and footwear industry due to complex supply chains and overlapping obligations. The duplicative nature of SCIP reporting with REACH and the upcoming Digital Product Passport requirements makes it inefficient. We therefore



welcome the European Commission's proposal to discontinue the SCIP database as a step toward reducing unnecessary burdens without compromising chemical safety goals.

Additionally, FESI wishes to share its recommendations on the Substances of Concern (hereafter SoCs) provisions. The industry calls the Commission to address the inconsistent definitions and applications of SoCs criteria and comparable substances list across different EU regulations, such as the ESPR, WFD, or PPWR among others, which creates significant legal uncertainties, increasing the compliance burden on all the stakeholders.

Moreover, The EU already has a comprehensive and effective regulatory framework for the safe management of chemicals and waste in place. Examples include the Registration, Evaluation, Authorisation and Restriction of Chemicals (REACH) Regulation, the Restriction of Hazardous Substances (RoHS) Directive, and the Persistent Organic Pollutants (POPs) Regulation. The ESPR and the SoC concept should complement these frameworks, not duplicate them and must avoid risking the implementation of circularity goals as laid down in Circular Economy Action Plan and the announced Circular Economy Act. This means substances shall not be banned for chemical safety reasons under the ESPR and thorough assessments shall be made to address possible trade-offs between circularity and non-toxic environment objectives. The overall objective should be to provide manufacturers with an EU regulatory framework which is coherent.

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## **7. Call for a sell-off period and guidelines for the interpretation of the Empowering Consumer for the Green Transition Directive**

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In light of the forthcoming applicability of the Empowering Consumer for the Green Transition Directive, the industry raises concerns regarding the lack of clarity in interpretation across Member States and calls timely Unfair Commercial Practices Directive guidance update as done for previous substantial changes to the UCPD. This would provide legal certainty and ensure a harmonised approach across the EU market.

Moreover, FESI calls for the inclusion of a reasonable and feasible sell-off period for products placed on the market before the date of application of the Directive, to decrease the administrative burden and the human and financial costs linked to relabelling products.

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## **8. Addressing the environmental impact of counterfeit products**

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Given the rising volume of counterfeits detected in the EU over the last year, the industry stresses the overlooked environmental consequences. IPR-infringing products not only breach brand rights but also often fail to comply with EU chemical and consumer safety laws, potentially contaminating textile waste streams and undermining circularity efforts.

The only way to prevent these negative impacts is to put in place measures to stop counterfeits from entering the internal market and to ensure their safe destruction without the risk of re-entering the secondary raw material stream.

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## 9. Simplification of Regulation on Deforestation-free Products (EUDR)

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The EUDR introduces complex due diligence requirements for certain commodities and derived products. While the objective of curbing deforestation is fully supported, implementation will create significant administrative burdens, especially for SMEs.

FESI strongly recommends the inclusion of the following simplification measures:

- An import threshold (similar to the revised CBAM Regulation). If an economic operator imports small amounts of the commodities and products in scope, it should be fully excluded from the EU DR obligations.
- A ‘first touch principle’, whereby the primary due diligence obligation is concentrated on the operator or trader who first places the product on the EU market. This would prevent the unnecessary duplication of due diligence statements by downstream actors.
- Suppliers’ self-declarations and clean criminal record as evidence of compliance with “relevant local legislation” of the imported commodity in scope. It is still unclear whether companies must assess every applicable legislative act for each supplier. and this would help
- streamlining the process. A product-level approach to SME status assessment under the EUDR, instead of assessing at legal-entity level. This would ensure consistent due diligence obligations across the Single Market and avoid discrepancies based solely on the size of the local entity placing the product on the market.
- A simplified reporting approach for composite products made of multiple components (e.g. furniture made of different wood types) from different geographical areas. to ensure the system remains practical and implementable.

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## 10. Simplification of Packaging and Packaging Waste Regulation and alignment with relevant EU legislation

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While FESI fully supports the environmental objectives outlined in the Packaging and Packaging Waste Regulation (PPWR), certain requirements due to come into effect on 12 August 2026 will pose significant challenges for companies, particularly those operating within complex global supply chains. Such companies often rely on a broad network of direct and indirect packaging suppliers, many of which have varying degrees of oversight and transparency. The short 18-month transition period puts considerable pressure on businesses to achieve compliance within a limited timeframe.

One of the key requirements under the PPWR is that packaging must include serial or batch numbers and manufacturer information from 12 August 2026. However, the regulation lacks clarity on whether this obligation extends to small packaging components such as hangtags, labels, and inner packaging, and whether duplication of manufacturer information is required across all packaging elements

associated with a single product. For instance, if manufacturer details are already printed on a shoebox, it remains unclear whether the same information must also appear on every label or hangtag used with the product. This ambiguity creates a disproportionate regulatory burden. Without clear guidance, businesses risk either over complying, leading to unnecessary duplication and increased costs, or under complying, risking penalties.

The intent of the PPWR is to ensure that consumers can clearly identify the responsible manufacturer at the point of sale or use, not to impose redundant labelling across every packaging layer. Therefore, FESI urges that duplication should not be mandatory if the required information is already present and accessible.

FESI request the urgent publication of a compliance methodology addressing these concerns, to be issued well ahead of the August 2026 deadline. This guidance is essential to help companies prepare effectively and avoid unnecessary regulatory risks.

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## CONCLUSIONS

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FESI and its members fully support the European Commission's objectives to simplify environmental legislation, reduce unnecessary administrative burdens, and enhance legislative coherence across the EU, while maintaining a high level of environmental ambition.

**To achieve these goals effectively and ensure legal certainty for economic operators, FESI calls on the Commission to:**

- **Harmonise and streamline reporting requirements under the Waste Framework Directive (WFD)**, including unified templates, procedures, and timelines, and create a single EU-wide PRO database to replace fragmented national systems.
- **Clarify the relationship between the WFD and Ecodesign for Sustainable Product Regulation (ESPR)**, especially in the treatment of unsold goods, donations, and their link to Extended Producer Responsibility (EPR) obligations.
- **Align EPR fee structures with ESPR eco-design requirements** and prevent double payments by introducing a **"pay where waste is generated" principle**, supported by a centralised EU digital platform for registration, reporting, and payment—covering both WFD and Packaging and Packaging Waste Regulation (PPWR) obligations.
- Introduce a **one-stop-shop system for authorised representatives** applicable across Member States to remove market barriers and reduce administrative duplication under WFD, PPWR and Waste Electrical and Electronic Equipment (WEEE) directive.
- **Ensure legislative alignment between ESPR, End-of-Waste criteria, WFD, REACH, and other related frameworks**, including the removal of duplicative SCIP reporting obligations, in line with the Commission's proposal to discontinue the SCIP database.



- Support the availability of high-quality secondary raw materials through coherent EU legislation and adequate infrastructure, enabling effective compliance with recycled content requirements.
- Provide harmonised guidance and a **sell-off period for the Empowering Consumers for the Green Transition Directive** to ensure consistent interpretation and avoid unnecessary relabelling costs.
- Address the environmental risks of **counterfeit products** by reinforcing market controls to prevent their circulation and ensuring their safe destruction.
- Simplify Deforestation and Forest Degradation Regulation (EUDR) compliance by **introducing the ‘first touch principle’** for due diligence obligations; accepting suppliers’ due diligence self-declarations to prove compliance with local legislation; introducing a simplified reporting approach for composite products.
- **Clarify and simplify PPWR labelling requirements** by providing clear guidance on the scope of mandatory manufacturer information, avoiding unnecessary duplication.
- **Maintain environmental ambition** while cutting duplication by aligning definitions, responsibilities, and reporting systems across environmental legislation, ensuring that new requirements complement rather than replicate existing frameworks.

FESI remains committed to working with the European Commission, Member States, and stakeholders to build a legislative framework that delivers on environmental goals while fostering a competitive, innovative, and sustainable European industry.

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